



INSTITUTE FOR DEFENSE ANALYSES

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June 2014

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## **IDA | 2011 National Defense Authorization Act**

- “Assess the current state of interagency national security knowledge and skills in Department of Defense civilian and military personnel, and make recommendations for strengthening such knowledge and skills.” Legislation requires assessments and recommendations regarding:
  - Interagency national security training, education, and rotational assignment opportunities available
  - Integration of interagency national security education into the professional military education system
  - Levels of interagency national security knowledge and skills possessed by personnel
  - Incentives and disincentives for personnel undertaking interagency assignments, education, and training opportunities
  - Plans or current efforts to improve interagency national security knowledge and skills of civilian and military personnel

## **IDA | Fact Finding – As Executed**

- IDA executed a practicable approach to fact finding
  - Examining
    - Rosters of Department of Defense (DOD) positions in other Departments
    - Educational opportunities and quotas for executives
    - Precepts to promotion boards and analysis of official biographies
  - Conducting
    - Meetings with General Officer Management Office (GOMO) and Senior Executive Management Office (SEMO) offices
    - A limited number of interviews with senior executives from the Military Departments and Washington Headquarters Services
    - Research results provided insights, but external time and funding constraints would not permit statistically significant sampling without the use of questionnaires

- DOD's definition of 'interagency' is limited
  - Does not consider state, local, non-governmental organizations, or industry
- GS13-15/O-4-O-6 level
  - Robust inclusion of interagency topics in curriculum
  - Interagency students featured prominently in educational programs
- General Officer/Flag Officer/Senior Executive Level opportunities are limited
  - Coordination and timing issues pose scheduling difficulties for Senior Executives
  - Tendency among senior leaders is to promote existing opportunities as valuable for subordinates

# Professional Experience and Rotational Assignment Opportunities

- Opportunities exist below the executive level; few at the executive level
- They are viewed as career 'broadening' experiences
- For uniformed flag officers, they were comprised of 'Joint' billets at the State Department, in the intelligence community, National Security Staff and sometimes at Department of Energy and White House
- For civilian senior executives they may involve positions with supervisory authority depending on the memorandums of understanding between DOD and other Departments regarding scope of responsibilities, authorities, and rating schemes
- SEMO comments suggest efficiency drills limit participation in such rotations

- Executives do not always know whether they should agree to educational or professional experience opportunities, nor do they know how doing so might assist their career
- Incentives
  - GOMO precepts suggest consideration of other skill sets such as language competency and multi-national and interagency experience
  - Numerous opportunities exist below the executive level for training, education, and professional experiences.
  - Office of the Secretary of Defense for Policy is currently designing a model for a rotational and professional development program (plan)
- Disincentives
  - Risk of being out of sight and out of mind when serving in non-Service billets
  - No formalized or systematic reintegration process
  - Challenging to attend educational or training opportunities when confronted with daily executive responsibilities
  - Uniformed or civilian executive management processes do not appear to directly reward career broadening experiences

## Service Flag Officer and Senior Executive Biographies\*

### Interagency Keywords

Combatant Command*	Foreign Policy	National Security Council*
Congressional*	Intelligence*	Special Operations
Corps of Engineers	Interagency	State Department
Council on Foreign Relations	Joint Forces Staff College	Strategic Planner*
Engagement	Joint Task Force	White House
Federal Executive Institute	Liaison	
Fellow	National Defense University*	

\* Categories representing a group of IA keywords

\* Combatant Command also contains references to COCOM and CCMD

\* Congressional also contains references to Legislative

\* Intelligence also contains references to National Security Agency or NSA

\* National Defense University also contains references to Industrial College of the Armed Forces and National War College

\* National Security Council also contains references to National Security Council Staff

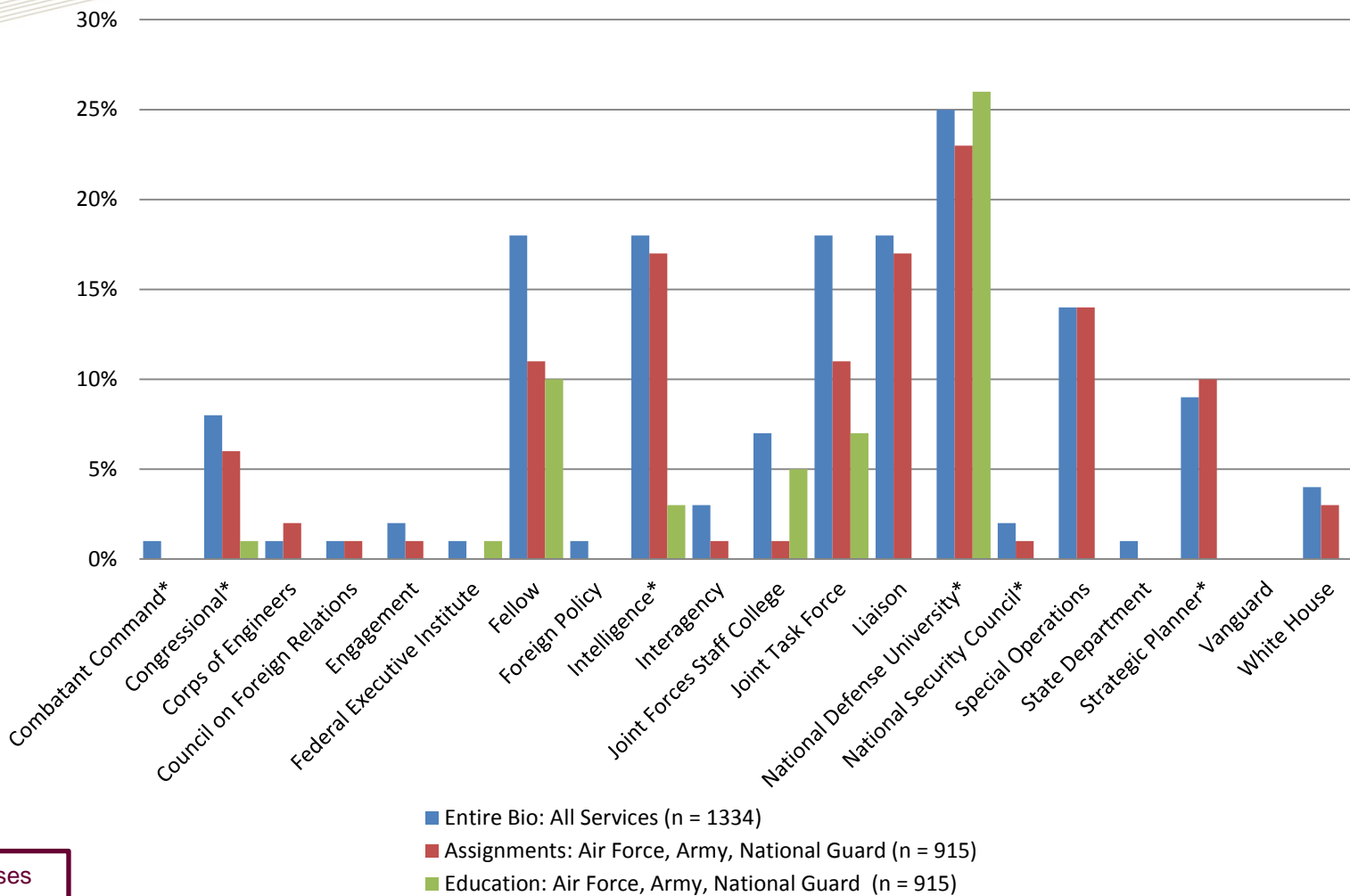
\* Strategic Planner also contains references to Strategic Plans

\* SES Biographies were obtained from the Defense Civilian Personnel Advisory Service Defense Talent Management System

## Sample Size

	Entire Bio	Assignments/ Education
Air Force GO	252	252
Air Force SES	192	192
Army GO	358	358
Army SES	273	273
National Guard GO	305	305
Marine Corps GO	107	n/a
Navy/Marine Corps SES	272	272
Navy GO	312	n/a
Other SES	343	343
All GOs	1,334	915
All SESs	1,080	1,080

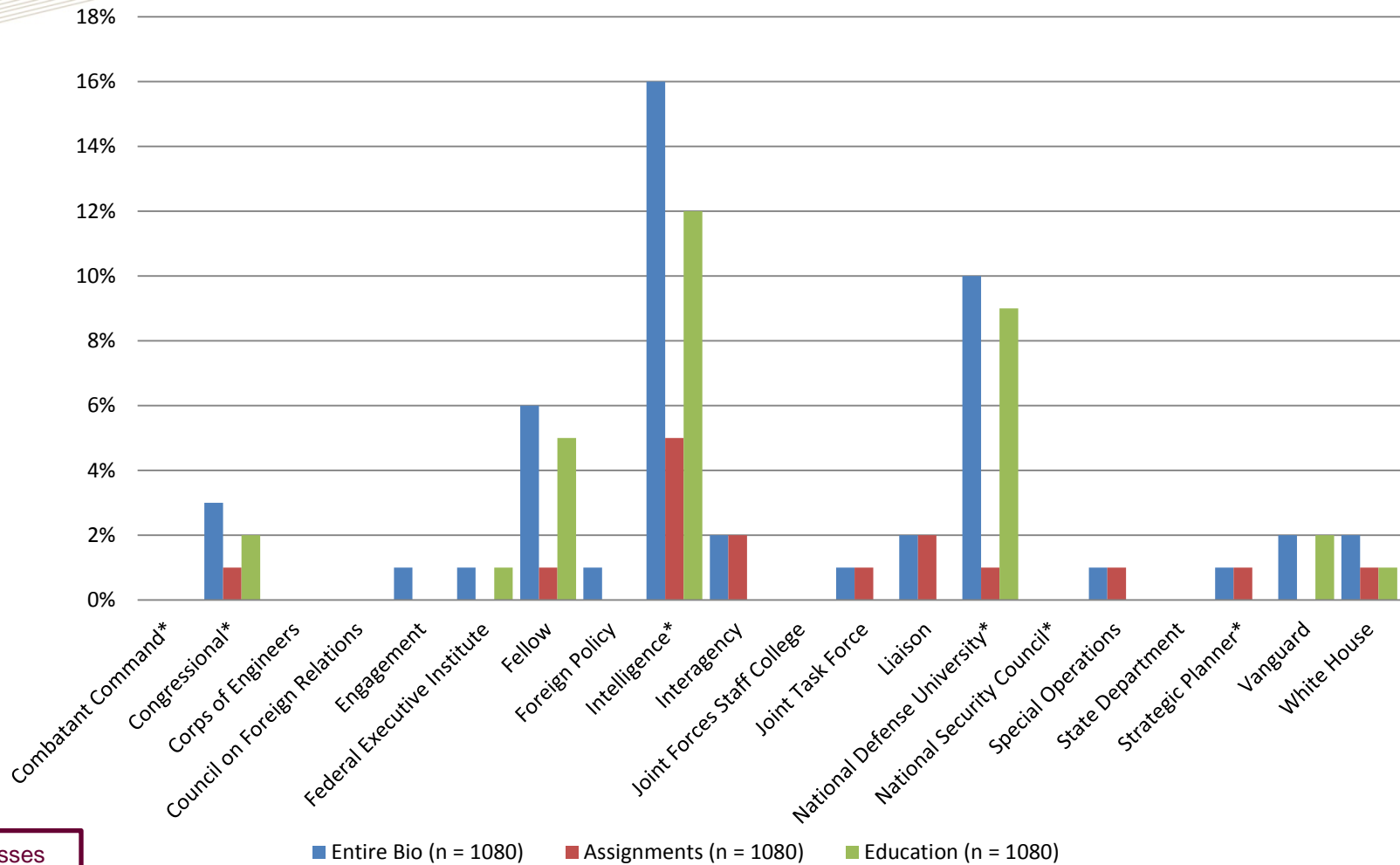
# Percent GO Biographies Containing Interagency Keywords



Addresses  
statutory  
requirement 3

\*Categories representing a group of Interagency keywords

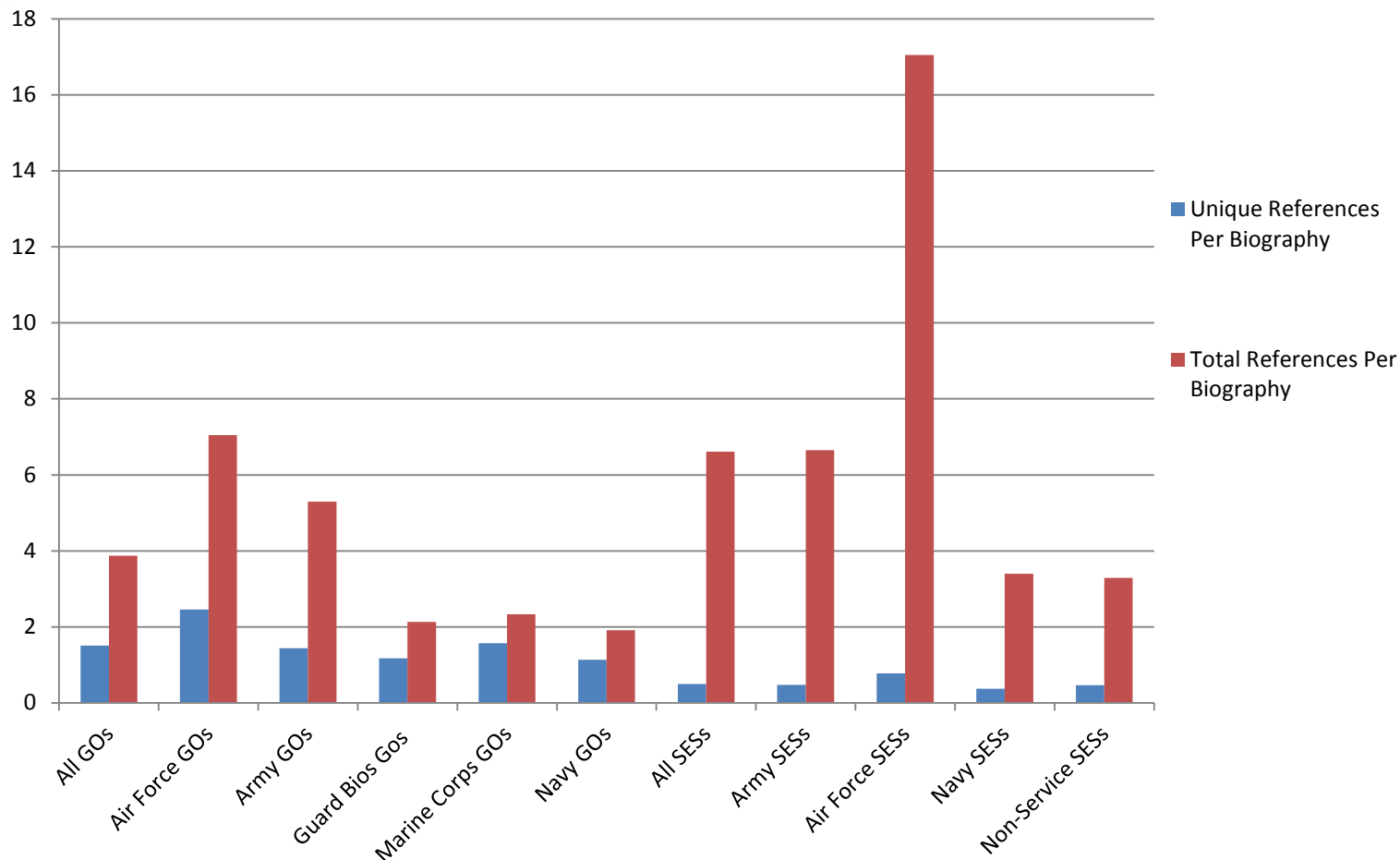
# Percent SES Biographies (DTMS) Containing Interagency Keywords



Addresses  
statutory  
requirement 3

\*Categories representing a group of Interagency keywords

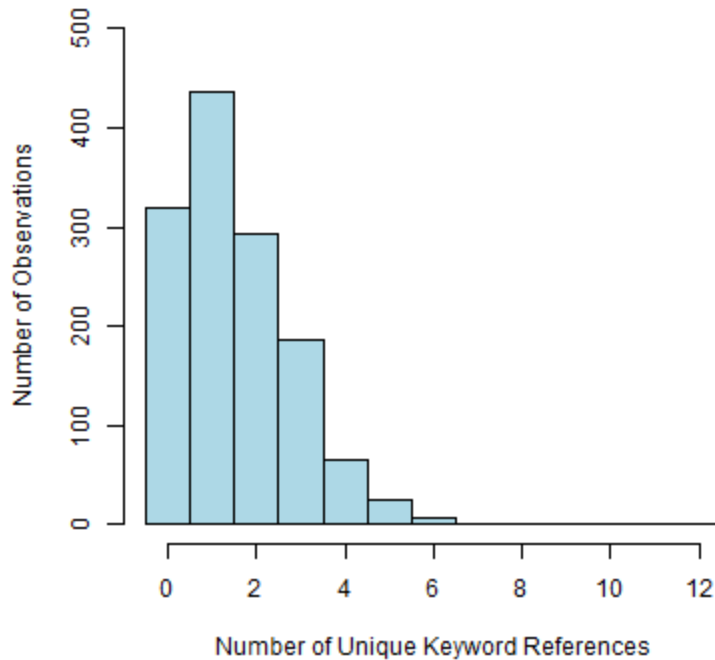
# Average Number of Interagency Keywords per Biography



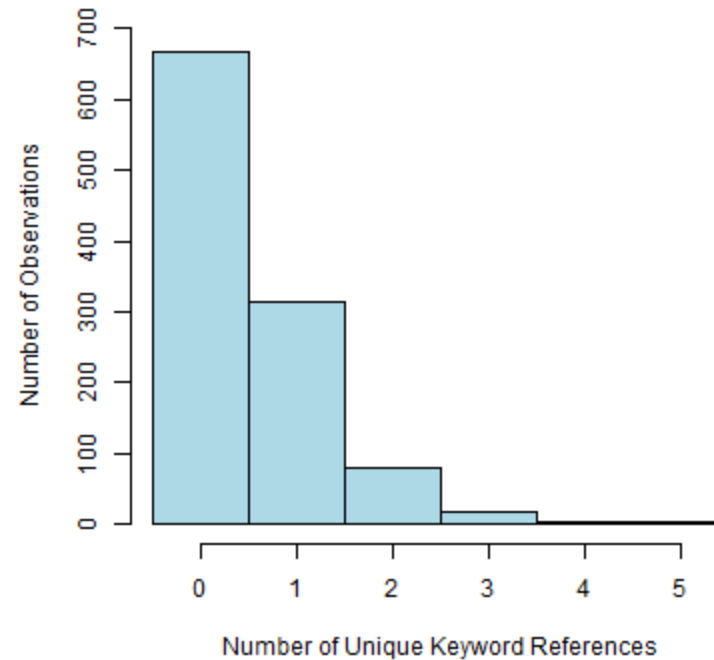
Addresses  
statutory  
requirement 3

# Histograms of Unique Keyword References

**GO Entire Bio**  
(n = 1334)



**SES Entire Bio**  
(n = 1080)



- Interagency experiences take place in a great variety of assignment domains
  - Some of the domains with the greatest participation include
    - Intelligence
    - Joint Task Force
    - Liaison
    - Special Operations
    - National Defense University
  - Interview sessions revealed some individuals with tremendous levels of interagency experience
- There appears to be a large number of executives who have limited interagency experience and education
  - More than 300 flag officers and over 500 SES had none of the keywords associated with their resumes
  - Histograms depicted similarities between SES and flag officers

- The DOD should thoroughly consider the value proposition of interagency training, education, and professional experiences
  - Currently, this proposition is articulated more clearly in terms of ‘joint’ or enterprise training, education, and professional experiences in publications, processes, and regulations
  - “Interagency” is not clearly defined throughout the Department
    - Definition: Of or pertaining to United States Government agencies and departments, including the Department of Defense (Joint Pub 1-02)
  - Personnel systems need to more clearly capture interagency training, education, and professional experiences
    - For this assessment, inferences had to be made based on biographies

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14. ABSTRACT  Section 1051 of the 2011 National Defense Authorization Act required the Department of Defense (DOD) to commission a study assessing the current state of interagency national security knowledge and skills of DOD civilian and military executives. IDA interviewed officials from organizations responsible for managing interagency education, training, and professional experiences, and a select number of general/flag officers (GO/FO) and members of the Senior Executive Service (SES), with varying degrees of interagency skills. IDA reviewed precepts of GO/FO promotion boards, analyzed templates of joint assignments, and examined official biographies to assess interagency education and professional experience based on keyword searches. IDA's findings highlight the lack of a parallel entity to the Joint Staff J-7 for civilian and SES interagency education. Unlike the value proposition regarding joint or enterprise knowledge and skills, interagency has not been articulated throughout DOD therefore there is little incentive for skill acquisition. Additionally, interagency topics do not feature prominently in DOD educational programs and only 3.6 percent of the joint executive billets provide opportunities outside DOD. Ultimately, IDA found that, while not well tracked within personnel systems, some executives appear to possess significant interagency knowledge and skills while many more lack any relevant experience.					
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